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WASHINGTON - FIELD

# CLASSIFICATION CONFERENCE



## CONFERENCE SUMMARY

U. S. Department of Agriculture  
Office of Marketing Services  
Personnel Division  
Washington 25, D. C.  
May 28 - June 2, 1945

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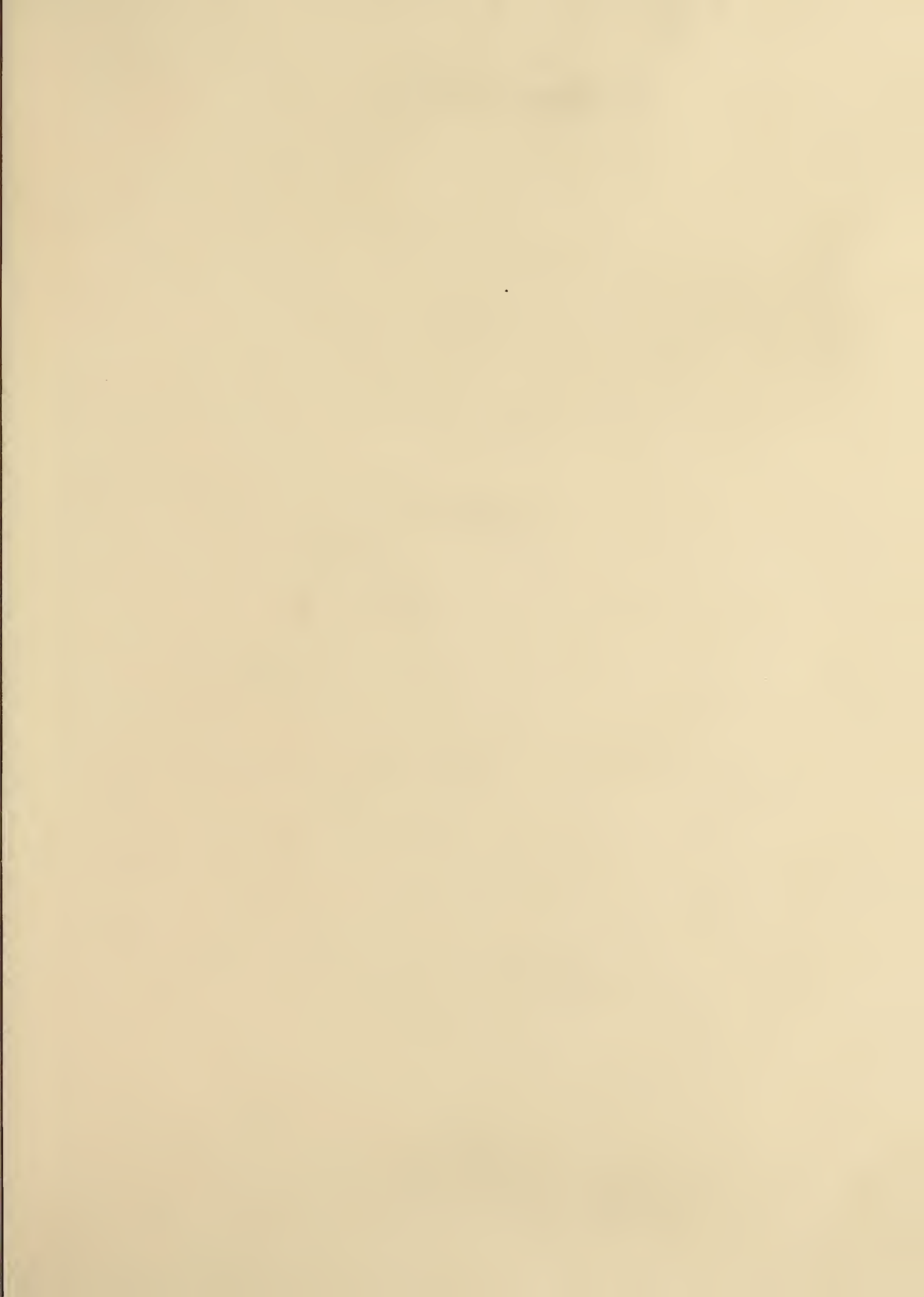
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## FOREWORD

During this Classification Conference the procedures under delegated classification authority to be followed by the Washington and Field Classification Offices and by Branch and Division officials were given major emphasis. This Classification Conference was the first to be held by the Office of Marketing Services and the second since the Office of Distribution was created. The presentation of the classification delegation programs of the Army Service Forces permitted discussion of types of delegation and the problems encountered.

A discussion of the classification program to be followed in the Administrative Services, Personnel, Fiscal, and Marketing Reports Divisions left a clear picture of the scope of the program to be carried forward by the Area Personnel Offices. Discussions were then held with representatives of each Commodity Branch having field offices. The benefits derived from this approach were numerous. Programs of class specifications and standards under way were presented with suggestions as to the manner in which they would be put into effect. Studies of new programs were discussed and the responsibilities of the Area Personnel Offices were clarified. Due primarily to the diversity of OMS activities, it was agreed that considerable direction on the part of the Washington office will be needed to correlate research and allocation of positions especially where few guide lines have received universal recognition.

No attempt has been made to separate decisions and commitments in the notes which follow. Branch Representatives and the Field Classification Officers were unanimous in the thought that full cooperation between the Personnel Division and the Branches is required to meet the difficult and large classification work load which we face.

We wish to express our appreciation to the following Management and Branch Officials who gave freely of their time and effort in presenting and discussing administrative and technical problems: F. J. Hughes, H. G. Herrell, L. B. Shanks, W. A. DeVaughan, O. V. Powell, C. E. Offutt, W. C. Hasbrouck, Frank Reed, Dr. M. R. Clarkson, R. R. Thomas, R. D. Conklin, W. M. Richardson, W. K. Payne, F. L. Wilde, and W. I. Dunn.

Conference Chairmen: R. C. Utting  
R. B. Harris

## SUMMARY OF CONFERENCE DECISIONS

SUBJECT: Office of Marketing Services Personnel Program for Fiscal Year, 1946

TIME: Monday, May 28, 1945 - - 9:30 to 10:00 a.m.

SPEAKER: W. A. DeVaughan, Acting Chief, Personnel Division,  
Office of Marketing Services

Mr. DeVaughan outlined a ten-point personnel program for Office of Marketing Services for the fiscal year, 1946.

### 1. Reemployment of Returning Veterans

With the end of the war in Europe, we will be confronted with the placement of a considerable number of returning veterans. All personnel people and supervisors should begin to take stock of these possible claimants on their old positions, what the effects will be on their operating programs, and what displacements of present personnel may be involved; and develop plans for the proper placement of veterans as and when they are discharged from the armed forces. General Departmental Circular No. 53 contains the overall statement of policy of the Department of Agriculture and the War Food Administration concerning the rights and privileges of veterans in connection with their reemployment. All other available information in the form of Civil Service circulars, personnel circulars, Comptroller General Decisions, etc. pertaining to the subject of returning veterans should be brought together and kept available for reference purposes as questions arise relative to this all important subject.

### 2. Training of Veterans

We will be expected to participate in the training and retraining of veterans including physically handicapped veterans under Public Law 16 and veterans generally who avail themselves of the benefits provided in the GI Bill of Rights. In this program, we will be repeating the training work carried on after World War I by the old Bureau of Markets, a predecessor organization of the Office of Marketing Services. The Department of Agriculture and War Food Administration have agreed with the Veterans' Administration to carry out a training program for veterans either (1) as Civil Service employees in training status obtained through regular competitive examinations, or (2) as Veterans' Administration beneficiaries and not as Federal employees.

### 3. Training for Program Operations

The Director of Office of Marketing Services has endorsed a broad, comprehensive program of training for program operations. He recently discussed this training program with Branch Chiefs and asked their cooperation by indicating the types of training programs in which they would be interested and what they thought should be the qualifications of a training officer for Office of Marketing Services. Training as a function of overall management is now a recognized fact in Office of Marketing Services and the responsibility has been assigned to the Personnel Division. Field Training Officers



will later be a part of the Field Personnel program. We hope these training officers appointed and functioning within the first six months of the fiscal year.

#### 4. Safety Program

Like training for program operations, safety will soon receive the full endorsement of the Director to the Branch Chiefs. Office of Marketing Services activities present problems of safety. Hazards are ever present in the various inspection, grading, and regulatory activities. Thousands of dollars are spent needlessly each year for lost time and compensation costs, not considering the personal suffering which is a resultant of injuries. Accident frequency can be reduced by proper safety methods and training. This we hope to accomplish through a planned safety program.

#### 5. Promotion From Within

Good personnel administration presupposes the development of a career service by promotions from within. While the introduction of new blood is desirable at various intervals, satisfied and interested employees can be maintained only by promotional opportunities. The Washington Personnel Division is now working out details and will soon install a simplified promotion program in the Departmental service. After the plan has been tried out, steps will be taken to place the improved plan in operation in the Area Personnel Offices. The Office of Personnel, as a part of a general plan, is also developing central promotion panels for certain types of positions on a Department-wide basis. This will give opportunity for employees to be promoted and reassigned across Bureau lines, thus improving the general efficiency and morale of the organization as a whole.

#### 6. Delegation of Authority to Operating Field Officials.

With broader delegations of authority by the Department and War Food Administration to the Washington and Field Personnel Offices, it is our responsibility to encourage branches and staff divisions to make further and more inclusive delegations of authorities to their field operating officials. The Washington Personnel Division hopes to present definite plans of delegation to branch officials in Washington with the support of the Director and his staff looking to the placement of fuller management authority and responsibility in local field officials. The results of such delegations should make it possible for us to furnish a better personnel service to field officials in the conduct of their program operations, and in carrying out a more effective personnel program in the interest of employees.

#### 7. Delegation of Classification Authority

As a part of the Department's overall policy of delegation of authorities to Bureau Personnel Offices, a request is now pending before the Director of Personnel for field classification authority to the four Area Classification Officers. The Classification Officers proposed for this delegation of classification authority are conferring during this week's conference on a broad program. We feel that the information they will acquire through the program outlined for them in conferences with staff representatives of

the Office of Personnel will fit them for the assumption of this authority and responsibility, and that they will go to their respective Area offices stimulated with the zeal to do a job of which we may all be proud.

#### 8. Qualification Standards

Along with the development of class specifications and standard position descriptions for the several thousand positions in the inspection, grading, and related services of Office of Marketing Services, we plan concurrently to promulgate qualification standards to assure like qualifications in recruiting for and promoting to positions of like grade and class. Qualification standards will likewise be of assistance to the Civil Service Commission in announcing open competitive examinations after the war emergency has passed. This will be a long time program, but like the development of class specifications and standard positions, we hope to make a major effort in this direction during the coming fiscal year.

#### 9. Preparation for Reductions in Force

While reduction in force is one of the "dark clouds" of personnel administration, it must be accepted as a reality. The leveling off of war time programs, conversions of war time programs to a peace time basis, and the discontinuance of war time controls will affect the needs for personnel in all agencies of the government. The exercise of reemployment rights by returning veterans will also bring us face to face with displacements of existing personnel to make room for those who left to go to war. It is imperative that we get our house in order to meet any emergency that might arise requiring a reduction in the number of positions and personnel in Office of Marketing Services. The coming fiscal year will be an all important year in planning and organizing our working tools (our personnel records) in such a way that any necessary reductions in force can be handled without undue interference to our day to day personnel operations, and result in fairness to all employees concerned in any competitive area or competitive level where reduction or displacement of personnel may be required. We must have our records in readiness for any emergency.

#### 10. Streamlining of Internal Procedures and Routines.

We in the Washington Personnel Division and the Area Personnel Office are obligated to the operating officials of Office of Marketing Services to render a first-class personnel service even in the light of reduced funds during the next fiscal year. To meet this responsibility, we must of necessity effect economies in our paper work and procedural routines. Our technical responsibilities will be even greater next year, particularly in the fields of classification, placement, training, and employee relations. We must take stock of our clerical routines, records, procedures, etc. and eliminate or make short-cuts wherever possible. This does not mean, however, that "sloppy" records, inadequate procedures, and inaccurate reports will be excused. We still have a housekeeping job, but let's keep house on an economical basis. Our fanfolds must be prepared accurately, our records maintained correctly, our reports prepared accurately and on time, and the many other details carried out according to the standards of good management.

In closing I wish to state that we in the Washington Personnel Division have full confidence in our Area Personnel Offices and their staff, and we feel certain that you in going to your respective assignments in the field will do a first-class job. We are sure that you will assume your classification authority when granted by the Department with full recognition of the responsibility that goes along with it. Our good wishes go with you.



Subject: Review of Accomplishments since Office of Distribution Classification Conference of November, 1944.

Time: Tuesday May 28, 10:00 a.m. to 10:40 a.m.

Speaker: O. V. Powell, Acting Chief, Classification and Utilization Section, Personnel Division

Mr. Powell briefly summarized decisions reached during the Washington-Field Classification Conference held November 13-18, 1944. He stated that with exceptions which are noted below, those decisions (which are summarized on pages 1-4 inclusive of the last conference report) still stand. In summarizing and reporting on accomplishments, Mr. Powell referred directly to each individual decision of the last conference and suggested that the report of this topic be read in relation to the previously published decisions.

- I. Personnel and Classification Policy. The responsibilities of the Field Personnel Division are set forth in Director's Memorandum No. 2, Supplement 47. Briefly stated, the Office of Distribution personnel policy embodies procedures and goals which in every instance have for their purpose the improving, facilitating, and expediting of the program of work of the Office of Distribution. (1-A and B). Responsibilities of Area Personnel Officials are set forth in an OMS Manual Instruction No. 101.1 which will be issued shortly.
- II. Relations with Washington. Projects involving cooperative action on the part of the Administrative and Procedure Analysis and Personnel Divisions are being carried on satisfactorily under a Memorandum of Understanding. Area Classification Officers should continue to report to Washington any over-lapping or conflict of functions and recommend desirable functional realignments. These recommendations should be submitted to the Administration and Procedure Analysis Division. Another point under this Section still applies.
- III. Relations with Field Operating Officials. Even though more important today than ever before, relationships with operating officials in the field should be such that they will result in continuing understanding leading to the solution of common problems. Controversial problems that cannot be readily solved at the field level should be referred to Washington for action and decision.
- IV. Programs and Work Plans. The few changes in the work program of the Section insofar as field offices are affected are covered in reports of other conference discussions. Changes are being planned as to the content of quarterly work reports to be submitted by Area Personnel Officers. Mr. Borders will develop the requirements of these reports and forward them to the field. Items A, B, C, E, F, and G of this Section still apply.
- V. Inter-relationships of all Sections in the Area Personnel Division. With the reduction in number of employees of each Area Personnel Office it is very important that the cooperative relationship between Sections within its offices be very close. Items A and B of the Section cannot be over emphasized.
- VI. Administration of the Field Classification Section. In general, field classification offices should continue to carry on the program of administration laid down in this Section. The staff requirements of each Area Office were developed during the conference and are contained in other sections of this report.

Subject: Experience of the Army Service Forces in Administering Delegated Field Classification Authority.

Time: Monday, May 28, 10:45 a.m. to 12 noon

Speaker: Harry Jarrett, Chief, Employee Relations Section, Office of Personnel

The program of delegated authority in the Army Service Forces was one necessitated by limitation of time, urgency and a desire to get the job done on the spot. The War Department in peace time was smaller than the Department of Agriculture. With the outbreak of war, a quick expansion followed. In order to expedite the processing of personnel actions it was decided to decentralize that activity to lower echelons. The War Department is divided into three major organizational units; (1) the Army Service Forces (2) the Army Group Forces and (3) the Army Air Forces. This particular experience was with the ASF.

The Army Services Forces embraces five technical services and nine service commands. There was complete delegation of authority in 1942 from the Office of the Secretary to these nine service commands and technical services in all personnel matters requiring that actions be processed, except dismissals with prejudice. The ASF had to recruit and train a classification analyst since the ASF was non-existent prior to 1942, when the greatest expansion took place. It was at this time that Mr. Jarrett went with the ASF and participated in developing its classification program.

The greatest necessity was to secure uniformity throughout the service commands and technical services. In order to reach this end a manual, in three parts, was prepared and distributed to each classification analyst. The parts of this manual were (1) Principles and Procedures of position allocation, which outlined some of the necessary knowledges and actions taking place in classification; (2) Position Illustrations, to be used as precedents for allocations and (3) a schematic outline, under which all positions were to be coded, following the publication of the manual. Other training material was prepared, including diagrammatic outlines of needs, suggested training guides, film strip, and other visual and written material. Summed up the job was that of introducing position classification to military personnel and developing classification technicians in a minimum of time.

Following the training of a classification analyst for each installation, a formal delegation of authority was granted to the analyst. As in other cases, some agencies desired the authority and some did not. However, the program as entered into apparently achieved favorable results. There was a constant flow of training courses and material developed and released to secure uniformity. The Army Service Forces' ultimate goal was to place classification activities at the installation level. The post-audit function, which was an authority held in reserve by the central classification group, was rarely needed except in an advisory capacity because of satisfactory results obtained from allocations made at the lower levels. A tight control over the work at lower levels was maintained by reviews performed by the Service Command and technical service classification group, by the ASF classification group, in Washington and finally in the War Department Classification Section. Subsequent post-audits showed only about 15 percent error in the classification job, proving in general, that the program was successful. One factor that should be kept in mind in considering the program was that there was a great deal of flexibility in the use of ungraded positions. Also, out of necessity written instructions and procedures and conferences played a large part in keeping the classification program in line. Assistance from field representatives of the Civil Service Commission was not solicited since the field



classification groups were urged to seek advice from a higher echelon only. The three basic objectives of this program of delegation were (1) to save time (2) to remove from the central group as much paper work as possible, and (3) to achieve better classification, since it is generally believed that better classification is achieved when allocations are made as close to the job as possible.



Subject: The Department's Management and Salary Administration Objectives  
In Delegating Authority to Classify Field Positions; Auditing  
Salary Administration and Classification Practices and Policies  
by the Department.

Time: Monday, May 28, 2:00 to 4:00 p.m.

Speaker: Carl B. Barnes, Acting Chief, Allocation Section, Office of Personnel

In administering position-classification functions of the Department, the Office of Personnel is governed by a policy designed (1) To see that all positions are classified (2) To see that position descriptions are accurate and complete (3) To see that positions are allocated promptly (4) To see that positions are allocated accurately (5) To provide for adequate and economical prior and post-audit of allocations (6) To see that adequate class specifications and standards are developed for all classes of positions (7) To see that position-classification procedures are maintained at the highest level of efficiency.

To carry out this policy, the Office of Personnel has inaugurated a program of delegated classification authority having as its main objectives (1) The saving of time (2) The removal from the Division of Classification as much day to day work as possible so that more time will be available to work on broader aspects of the classification program and (3) Achieving better classification by placing classification authority closer to the job being performed. To achieve these objectives and to provide one means of controlling the exercise of delegated authority, the Office of Personnel has developed and will prescribe in a revision of Personnel Circular 117 to be issued shortly, the procedure to be observed by designated representatives in allocating field positions under the authority.

The delegation of allocation authority will be made on the basis of standard job descriptions, class specifications, and on non-key positions. All positions falling within these categories which are allocated by Bureau representatives must be immediately reported to the Office of Personnel. Two methods of reporting are prescribed (1) by using the Field Classification Sheet (Form AD-511) when vacancies are established, and (2) by fanfold notification (Form AD-126-F) which provides simultaneous employment and classification action, (OMS position control requirements will necessitate the forwarding of copies of Form AD-511 when method No. 2 is used).

In many instances there will be no need for establishing vacant positions because many allocations need be made only at the time employment actions are taken. The fanfold or field classification sheet forwarded to the Office of Personnel must be initialed or signed by the person who has delegated authority thus indicating that the position was "established under delegated authority". In allocating positions covered by standard job descriptions or class specifications, notation must be made on the fanfold or Form AD-511 that the allocation was based upon "S.J." or "specifications" in the lower right hand corner of the action. Position descriptions must appear on or be attached to fanfolds for all allocations made.

The reporting methods prescribed actually amount to the submission of Forms AD-511 and 126-F to the Department Office of Personnel where they will be post-audited by Position Classifiers. Where a position is not allocated to the proper service or grade, the Office of Personnel will contact the Bureau Personnel Office for additional information relative to the position. From copies of fanfolds and field classification sheets submitted to the OMS Personnel Division in Washington simultaneously with submission of similar copies to the Office of Personnel, and discussions with Branch and Division officials, it will frequently be possible

for the central office to supply additional information requested by the Office of Personnel on specific allocations. Thus two checks are provided over field allocations and the Washington Office of the Division will be able to reduce the number of inquiries which would otherwise be made of field offices.

As other means of exercising control over the allocation of field positions, the Office of Personnel plans to make field surveys and to questionnaire from time to time incumbents of positions allocated by field representatives. Detailed procedures for the conduct of surveys have not been developed but it is planned that such surveys will, where possible, be made jointly with representatives of the Bureau. If the Office of Personnel has reason to believe that delegated authority is not being exercised properly, it will make individual desk audits and examinations without notification. The Department necessarily reserves the right to contact field classification officials on allocations and especially when its representatives are in the field.

Mr. Barnes urged the field classification officers to refer problems to the Washington Office as they arise. The Department feels that the Bureau offices and the Office of Personnel are in much better position to understand and give guidance and assistance to field classification officers than are representatives of outside agencies. The Washington Office of the Personnel Division will provide for the guidance of Area Classification Officers lists of positions which have been designated as key positions. This list will serve as a basis for determining which positions not covered by standard job descriptions and class specifications may be allocated under delegated authority.



Subject: Policy and Procedures to be Observed in Operation of a Delegated Classification Program

Time: Monday, May 28, 1945, 4 to 5:30 p.m.

Speaker: R. B. Harris, Group Leader  
Classification and Utilization Section

The Personnel Division with the full support of the Director is taking steps to provide Area Personnel Offices with the authority necessary for them to carry out a complete field personnel program. In the Office of Marketing Services and predecessor organizations, Area and Regional Personnel Divisions were often unable to exercise fully and promptly their delegated employment authority because in many instances positions did not exist into which new recruits could be placed. In these cases position descriptions were submitted to the Washington office for allocation, with resulting delays in getting employees on the job. With the delegation of classification authority to Area Personnel Offices, those offices will now have adequate authorities for the discharge of their major personnel functions and the majority of costly and needless delays will be eliminated. The benefits which will accrue from these authorities are obvious.

The Department Office of Personnel will delegate to designated individuals authority to allocate field positions (a) for which class specifications have been developed and adopted (b) for which standard position descriptions have been approved by the Department, and (c) all other positions not covered by (a) or (b) provided key positions in the organizational units involved first shall have been submitted to and allocated by the Department. The Department reserves authority to make post audits of all allocations made. It is very important to note that, in effect, the persons exercising allocation authority are representatives of the Department since they (a) act for the Department (b) are ultimately responsible to the Department and (c) may be relieved of their authority at the discretion of the Department. Because of this it was understood and agreed by the conferees that Area Classification Officers must necessarily approach the job of administering classification functions of their offices in accordance with exacting requirements of the Department supplemented by a policy and procedure of the Office of Marketing Services Personnel Division. Discussion brought out the fact that the person exercising delegated classification authority is governed by recognized classification principles, practices, and standards just as is the Department in acting upon jobs submitted to it for allocation. Consequently, it was understood that in accepting authority to allocate field positions the Office of Marketing Services is assuming several specific and important responsibilities, some of which devolve upon Branches and Divisions.

It was agreed that if the fullest benefits are to be derived from the delegation and whether the authority is effectively and efficiently administered will depend to a great extent upon the adaptation of administrative policies, practices, and procedures of the Branches and Divisions to operating requirements and responsibilities of the Area Personnel Officer. Some of the responsibilities of Branches and Divisions are:

- A. To notify appropriate Area Personnel Offices of all changes in the duties and responsibilities of their field employees.
- B. To take necessary administrative action to assure that incumbents of positions operate within the scope of duties and responsibilities set forth in the position description record.
- C. To assure accuracy of all information submitted to Area Personnel Officers by authorized representatives as the basis for the establishment of positions.
- D. To work with the Washington office in establishing qualification standards in connection with the development of class specifications and standard job descriptions.
- E. To designate and delegate to selected representatives authority to initiate field classification actions.
- F. To take action to see that field employees in all cases are provided with copies of their job descriptions.

On or about July 1, Area Personnel Offices will begin operating under delegated classification authority. It was agreed that one operating assumption of the Personnel Division must be that field officials and employees now authorized to initiate personnel actions covering employments, transfers, separations, etc., will also have authority to initiate classification actions. Any exception to this will be settled by the Washington office of the Branch or Division and the Personnel Division.

Field allocations of positions will be made under several conditions:

- A. At request of the authorized Branch/Division representative who will (1) furnish an accurate description of the duties and responsibilities to be vested in the position or (2) submit position questionnaires which have been completed by the proposed incumbent of the proposed position.
- B. As the result of the investigation or survey of a position or group of positions made as a result of (1) a request by an authorized Branch/Division representative (2) a request of the Washington Classification and Utilization Section (3) as a follow up on conditional allocations or (4) knowledge that a position is not operating under conditions reflected in the currently allocated job sheet.
- C. Upon instructions of the Washington office.
- D. Upon development and adoption of class specifications, and
- E. Upon development and approval of standard position descriptions.



It is planned and was agreed to by conferees that positions established under methods D and E above will follow the review of position questionnaires by the field classification officers. Individual descriptions will be prepared for positions covered by class specifications. Standard descriptions will be used where they adequately portray duties and responsibilities. Exceptions will be handled on an individual case basis, using standards and criteria established in the standard job descriptions in arriving at grade allocations.

Since many programs of the office are nation-wide in scope and budgetary controls, in most cases, are presently centralized in the Washington offices, it was agreed that field classification officers will advise authorized Branch and Division representatives whether field or Washington as to the grade allocation of a position or positions proposed to be established under any of the conditions given above prior to allocation. This is essential in order to assure that proper consideration is given to similar positions in the same field of work in the same or other area. In addition, when positions are reallocated to higher grades, the Washington offices must be given an opportunity to select the incumbent of the new position. It was understood and agreed that the Personnel Division must reserve the right to have its representatives investigate the duties and responsibilities of the positions at any time. Prior to making such investigations, it will be the policy of the Division to notify either the appropriate field representative or the Administrative Officer in Washington of the proposed action. Decisions reached will be conveyed to the field representative or to the Administrative Officer in Washington before final allocation of the job is made.

Specific responsibilities of the Area Classification Officers are:

- A. To satisfy themselves as to the adequacy and accuracy of information obtained as the basis for allocations. This information may come from the administrative officer, from analyses of position questionnaires, from a survey of positions etc. Basic to the responsibility is the right of the allocating officer to request and obtain such data as he feels are necessary to justify proposed classification actions.
- B. To retain as support for allocation all information obtained.
- C. To act promptly on allocation of positions in order to derive the full benefits under the delegation.
- D. To take action for the reallocation of positions found to be improperly allocated.
- E. To exercise fully the authority delegated.
- F. To make available to authorized classification representatives of the Department, such data and assistance as are required in the post-audit of allocations.

- G. To be guided entirely by class specifications, job descriptions and other governing classification criteria in making allocations.
- H. To refer all classification matters which cannot be resolved at the Area level to the Washington office of the Division.
- I. To ask the Washington office for technical assistance when in doubt.

While authority to allocate field positions will be delegated to designated individuals in the Area Personnel Offices, ultimate responsibility for the proper exercise of that authority rests with the Washington Personnel Division. To provide for the control and coordination of field classification functions, the Washington Division will have the following specific responsibilities:

- A. To furnish technical guidance and assistance to Area Classification Officers in the exercise of their authority.
- B. To perform post-audits as deemed necessary to assure that delegated authority is being properly and fully exercised.
- C. To develop and obtain approval or adoption by the Department of:
  - 1. all standard job descriptions
  - 2. class specifications
  - 3. allocation guidelines for use in conjunction with or in lieu of class specification and/or standard job descriptions
- D. To maintain formal liaison with the Department Office of Personnel on all Field classification matters.
- E. To provide Area Personnel Division with information relative to functions, program changes etc., including copies of reports to Department and Civil Service Commission.
- F. To develop training media for educational and allocation uses.
- G. To work with Branches and Divisions in developing qualification standards for field positions.



Subject: Policies and Practices to be Observed in the Interpretation and Application of Existing Civil Service Commission and Department Class Specifications

Time: Tuesday, May 29, 1945, 9:30 to 10:30 a.m.

Speaker: Thomas T. Townsend, Chief, Salary Administration and Specifications Section

In recent months the Civil Service Commission has been issuing a considerable volume of specifications. This raises a question as to what effect these will have upon our field positions. Four months ago we were told that it was not particularly necessary to consult Civil Service Commission specifications. Then Executive Order 9512 was issued and has changed the situation considerably. Mr. Townsend believes that the field classification officers should make an effort to develop good relations with the local Civil Service Representatives.

One of the biggest problems of the field classification officers is to gain acceptance of specifications by local administrators. Specifications can be used as a strong force in getting jobs properly classified over the objections which may occasionally be raised by Regional Directors or other officials of considerable authority. The more positions that are covered by specifications, the easier the classification job will be.

In development of specifications the most difficult task is to define the level of duties. Field classification officers should make it a point to gather such data about the positions which they classify that it can later be used for the effectual development of specifications.

There is occasionally some misunderstanding over the purpose and use of specifications. Specifications will not relieve position classifiers from the responsibility of classifying individual jobs, but they should be clear that they can be readily applied by anyone called upon to use them. There are two methods for putting them into effect:

1. By investigating each job and preparing an individual description.
2. By allocating position questionnaires submitted by the employees.

Mr. Townsend believes that completed specifications should be distributed as widely as possible to employees and to operating officials. Tentative specifications developed for Grain Inspectors will be distributed for criticism to all interested persons very soon; there will be a 30 day limit for them to be returned. Final specifications will then be given extensive distribution. Two questions were raised with reference to Agriculture's policy in cooperating with the Civil Service Commission on the Development of Specifications. There should be no fear that evidence gathered in a specifications project will be turned over to Commission investigators to use for the purpose of forcing departments to re-allocate the positions of the persons furnishing the evidence on a case basis. Mr. Townsend feels that information about agricultural positions should be willingly offered the C.S.C. The bureaus have, in fact, been requested in a supplement to Personnel Circular 117 (Revision I) to cooperate to the extent possible but the Department should be furnished with copies of all written material with which field officers may supply the C.S.C. on a specifications project. This will permit an analysis and comparison of Agriculture positions and specs that are sent to the Department and keep the Department informed of the material gathered.

Subject: Interpretation and Use of Class Specifications and Standard Job Descriptions

Time: Tuesday, May 29, 2:00 to 2:30 p.m.

Speaker: Robert B. Harris

Mr. Harris outlined the tentative work plan of the Classification and Utilization Section in surveying field positions in the Commodity Branches. Surveys were discussed and facts developed individually with the Branches on such subjects as the number of positions by class, segments of the Branches needing urgent attention, when surveys could be undertaken, and whether class specifications, standard job descriptions, or individual allocations would be preferable in classifying the jobs. As authority will be delegated to Area Classification Officers to apply such specifications and standards, it was considered advisable for all Classification people, as well as operating people present at the meeting, to have a thorough understanding of such tools in regard to their purpose, use, and application.

Mr. Harris discussed the benefits to be derived from classification as an aid to the various personnel processes and to maintain and improve morale by providing uniform treatment to all and equal pay for equal work. The Department has summarized the administrative and policy views on classification by stating "Employee morale is very materially affected by the equity with which the pay plan is administered. Discrimination or favoritism in salary administration is a most fertile source of dissatisfaction, hence, the importance attached to the proper classification of positions and the granting of "equal pay for equal work." Classification is essential to a systematic and intelligent administration of all phases of personnel work; recruiting, selection, placement, training, service rating, etc. It reduces to order a chaos of individual jobs, and makes possible equitable treatment of employees and orderly handling of administrative problems involving personnel."

Classification terms were defined as follows:

Class - "A group of positions sufficiently alike in respect to their duties and responsibilities that (a) the same descriptive title is appropriate for all the positions; (b) the same tests of fitness are used in selecting appointees; (c) the same knowledges and abilities are demanded of incumbents; (d) the same pay scale is appropriate under substantially the same conditions of employment, for all of the positions; and (e) the positions are sufficiently different from those in other classes to justify different treatment in one or more of these respects." While defined as a "group" of positions, many classes include but one position, such as in the class -- Chief, U. S. Forest Service.

Series - "A vertical group of classes involving work of the same general nature, such as Veterinary Meat Inspector but differing with respect to the difficulty and responsibility involved."

Grade - "A horizontal group of classes involving work of different types or kinds but of the same general level of difficulty and responsibility". There is a fixed pay scale for each grade, each scale consisting of a minimum rate, a maximum rate, and several intermediate rates.

Specifications consist of 5 major parts: The Class Title, which is the official name of the class and of each position allocated to it. The title should be brief and descriptive of the kind and level of work performed. The "general characteristics of the class" defines the class and briefly indicates the condition under which the work is performed. The "kind" of work describes in general terms



the nature of type of work involved in positions of the class. The "level" indicates the place of the particular class in the series of which it is a part. It describes in general terms the manner, kind, and degree of supervision received, the authority exercised, the responsibility carried and other factors which are considered in determining the grade of the position. "Conditions of work" provides helpful information to persons who may have a legitimate interest in it, such as prospective employees.

The Section headed "representative examples of work performed by incumbents of positions in the class" includes descriptions of specific tasks performed by employees in positions which have been or should be allocated to the class.

The Section headed "minimum qualifications" indicates to those who initiate or pass upon personnel actions, to prospective employees and others the qualifications that are required for appointment to any position in the class. The qualification requirements are also helpful in allocating positions to proper classes.

It is essential in determining the proper class of any position to consider the class specification as a whole. Undue emphasis should not be placed on isolated adjectives, clauses or examples of work performed. Responsibility for allocating positions does not rest with the operating officials. Understanding on their part of the basis upon which allocations are made should, however, be valuable and tend to reduce the labor of review and the likelihood of changes being made. In order that such review and allocation may be properly done, it is essential that an adequate and accurate statement of the duties and responsibilities of each position be submitted to personnel offices. It would be very helpful if the Washington Branches would stress to field officials the importance of preparing accurate and adequate position descriptions.

The form of standard job description adopted by the OMS for future use will not differ materially from the form in which class specifications are prepared. The primary distinction is that the standard job description will be used for attachment to notifications effecting personnel actions where the duties and responsibilities outlined in the description accurately reflect those vested in the particular position.

The new form of description presents in summary, statements of general duties and responsibilities which will serve as guide lines in arriving at determinations as to grade levels of positions within the series. These summary statements serve no other purpose and will not appear as a part of the formal personnel action. Following the summary statements mentioned, one or more position descriptions appropriately coded will be provided as representative examples of actual positions in the series. These representative examples are designed to cover all usual assignments in the particular activity. Where this is found not to be the case, individual allocations will be made on the basis of allocation factors established in the standard job descriptions.

It is planned to supplement the new form of standard job description with specific information as to qualification requirements necessary at each grade level. When this is done, the standard job descriptions will constitute only slight modifications of the form in which class specifications are prepared.

Subject: Development of Specific Work Plan for Field Positions  
Administrative Services, Fiscal, Personnel and Marketing Reports  
Divisions and Nutrition Programs Branch

Time: Tuesday, May 29, 10:30 to 12:00 noon

Discussion

Leaders: Richard C. Utting  
A. LeRoy Sykes  
Robert B. Harris  
Leonard L. Greene

Fiscal Division - Mr. Utting

Area Offices of the Fiscal Division have been established as counterparts of the Washington Division. With the exception of the New York Area, fiscal operations in all area offices will be identical beginning July 1. Certain functions involving the payrolling of Departmental employees, the maintenance of allotment ledgers and the auditing of vouchers for services, supplies, etc., for Washington Personnel have been decentralized to New York. It is not expected that any changes will need be made in supervisory positions in the New York office by reason of the additional functions placed there. Current classification work will require the establishment of a small number of CAF-22 positions in most of the Area Offices.

Administrative Services Division - Mr. Sykes

The functional chart for the Administrative Services Division was approved March 12. There have been no material changes in the functions of the three sections of the Division. It is proposed that the top positions in each unit and section will be written in Washington and Departmental approval obtained. Area Classification Officers should work with the Area Administrative Services Officer and develop additional positions required to service their functions.

Personnel Division - Mr. Harris

With the abolition of the Atlanta Office the remaining Area Offices will be more nearly uniform as to the total number of positions in each. This should make it possible to develop a more uniform structure in the offices. Positions through CAF-9 have already been established. Area Classification Officers should develop and allocate or obtain allocation of positions below CAF-9 grade levels.

Marketing Reports Division - Mr. Sykes

Operations of the various programs of the Marketing Services Division have not been clarified insofar as the field level is concerned. At present it is proposed to establish a CAF-11 position for market news, press, and radio functions and another at the same grade on programs and farm and trade relationships. As soon as the functions have been agreed upon the top positions will be prepared by the Washington Office and lower grade positions will be established by the Area Offices. The Marketing Reports Office at Atlanta, Georgia, will continue to operate with personnel service requirements being met by the New York Area Office.

Nutrition Programs Branch - Mr. Greene

Effective July 1 positions of all field Nutritionists will be abolished. The Washington Consultants will continue to operate for about four months after which time it is planned that these positions will also be abolished.



Subject: Development of Specific Work Plan for all Field Positions

Time: Tuesday, May 29, 2000 to 4:00 p.m.

Panel: William C. Hasbrouck, Administrative Officer, Fruit and Vegetable Branch  
A. LeRoy Sykes and Joseph A. Graham, Position Classifiers, OMS  
Personnel Division

#### Processed Products Standardization and Inspection Division

The 377 technical positions in this Division will be described with standard job descriptions. Differentials between officer-in-charge grade levels will be described in the narrative preamble and will be supported by a supplemental statistical statements. The 103 clerical positions will be presented on an individual allocation basis.

#### Fresh Products Standardization and Inspection Division

The 122 technical positions and 44 clerical positions in this Division will be presented on the same basis as the positions in the Processed Products Standardization and Inspection Division.

The weights to be used for the various allocation factors mentioned in the statistical statement was discussed with field and Washington office operating officials. The classification grade recommendations which were made were supported by field observation and information presented by the Washington Branch.

#### Market News Division

The present statistical standards, approved in 1940, supporting the allocation of technical positions in this Division should be revised by March 1946 as requested by the Department Classification Division. The Branch feels that the existing allocations are correct with the exception of one temporary office. The 42 technical positions in this Division will be described by standard position descriptions and the 35 clerical positions will be presented on an individual allocation basis.

#### Marketing Programs Division

Very little comment was made on this Division owing to possible Bureau reorganization. The 34 technical positions and the 28 clerical positions should be presented on an individual allocation basis.

#### Regulatory Division

The 15 technical positions in this Division will be described by standard position descriptions and the 7 clerical positions will be presented on an individual allocation basis.

Subject: Suggested Procedure for Developing Standard Job Descriptions and Specifications for Field Employees of the Cotton and Fiber Branch

Time: Tuesday, May 29, 4:00 to 5:00 p.m.

Speakers: Norman C. Rester, Chief, Classification Section, Area #4  
Frank Reed, Administrative Officer, Cotton and Fiber Branch, OMS

The Cotton and Fiber Branch is willing to delegate maximum authority to operating officials in the Field to act administratively in contacts with the Area Service Office, with a minimum of control at the Washington Branch level. Mr. Frank Reed, Administrative Officer of the Branch, outlined the tentative procedure of the Branch in participating in the survey of Field positions, indicating the utmost cooperation would be given the Area Classification Officers and the Washington Personnel Division in developing specifications or standards, as deemed necessary.

The organization of the Branch in the Field, and the suggestions for surveying Field positions, as indicated by Mr. Reed, are as follows: Southwestern Area with headquarters at Atlanta, Georgia, comprising the States of Virginia, North Carolina, South Carolina, Georgia, Alabama and Florida. South Central Area with headquarters at Memphis, Tennessee, comprising the States of Missouri, Arkansas, Tennessee, Mississippi, Louisiana, Kentucky, and Illinois. Southwestern Area, with headquarters at Dallas, Texas, comprising the States of Kansas, Oklahoma, and Texas, except District 6. Western Area with headquarters at Bakerfield, California, comprising the States of California, Arizona, New Mexico and District 6 of Texas.

There has been set up in each of the four Areas the position of Area Manager whose responsibility it is to direct the field operations of the Branch in his respective area with exception of field operations for: Naval Stores Section; Utilization and Diversion Division; Research and Testing Division; Supervision of Classing and Grading Section (Washington Section in the field)

Area Managers handle for the Branch; contacts with the service divisions on all matters pertaining to services for field offices under Area jurisdiction. The Chief of the Supervision and Classing Section at Memphis, Tennessee is invested with the same authority as the Area Managers, and deals directly with the Area service divisions.

Owing to similarity of the work under jurisdiction of the four Area Managers standard job descriptions were prepared and set up in April, 1943 at the time the work of the Branch was regionalized and the Areas are now operating under semi-standard job descriptions.

At the present time, there are approximately 446 positions which have been allocated in the field.

To do the job it is felt that the Area Classification Officer should contact the Area Manager in each case and with the Area Manager's assistance survey the technical positions in the immediate Area office and survey those technical positions in the Cotton Classing Office, which is located in the same city and in the same building as the office of the Area Manager. In addition, if deemed necessary by the Area Classification Officer, survey one other office in the Area, which in the judgment of the Area Manager would be representative of the field offices under his jurisdiction. The clerical positions in each office surveyed by the Area Classification Officer will be reviewed by having each employee execute in advance of the arrival of the Area Classification Officer a questionnaire and then, if deemed necessary by the Area Classification Officer, follow with spot check.



Each of the four Areas will be surveyed in this manner. From the results of survey and reviews of present standard job descriptions the Area Classification Officer will prepare tentative standard job descriptions for each class of positions and submit them to the Area Manager for review and return with him comments.

The Area Manager will prepare tentative standard descriptions for each class of positions under his jurisdiction and submit to the Area Classification Officer.

The Area Classification Officer will submit recommended standard job descriptions for each class of positions to the Washington Office of the Personnel Division; the Personnel Division will forward the descriptions to the Washington Office of the Branch for review, comment and return to the Personnel Division.

After final establishment of standard job descriptions new positions and vacancies will be filled upon recommendation of the Area Manager to the Area Personnel Officer without Area Personnel Officer obtaining prior approval of the Washington office of the Branch. Each Area Manager to be furnished with copies of the job descriptions covering all positions in his Area. The Washington office of the Branch is to be furnished with copies of the descriptions for all four Areas.

#### SUPERVISION OF CLASSING AND GRADING DIVISION

(Washington Section in the Field) Field force consists of 35 positions, of which 18 are technical, 16 clerical and 1 CPC. Thirty-two of the 35 positions are at Memphis, Tennessee, one at Raleigh, North Carolina, and two at Dallas, Texas. The Area Classification Officer will contact the Chief of the Section; survey technical positions; questionnaire clerical positions; prepare tentative job descriptions; submit tentative job descriptions to Chief of Division for review, comment and preparation of tentative standard jobs. Chief of Division will return tentative job descriptions to Area Classification Officer; Area Classification Officer to forward tentative job descriptions to Washington Office of the Personnel Division; Washington Office of the Personnel Division will forward tentative job descriptions to Washington Office of the Branch for review, comment and return to the Personnel Division. After establishment of standard job descriptions new positions and vacancies will be filled upon recommendation of the Chief of the Division to the Area Personnel Officer with Area Personnel Officer obtaining prior approval of the Washington Office of the Branch.

#### RESEARCH AND TESTING DIVISION

The field work is performed at three laboratories located at Clemson, South Carolina; Stoneville, Mississippi and College Station, Texas. There are a total of 73 positions allocated in the three laboratories of which 59 are technical, 10 clerical, and 4 CPC. The Area Classification Officer will contact the Officer in Charge of the laboratory in each case; survey each position; prepare tentative individual job descriptions; submit tentative job descriptions to Washington office of the Personnel Division; the Washington office of the Personnel Division will submit the tentative job descriptions to the Washington office of the Branch for review, comment, and return to Personnel Division. Personnel recommendations involving positions in the Research and Testing Division originate and are approved in Washington.

#### NAVAL STORES SECTION

Field force consists of nine technical inspectors located at seven points in the field. These positions to be reviewed by Area Classification Officer obtaining a questionnaire from each employee; reviewing present job description in light

of information contained in questionnaire; prepare tentative individual job descriptions; submit tentative job descriptions to the Washington office of the Personnel Division; the Washington office of the Personnel Division will submit tentative job descriptions to the Washington office of the Branch for review, comment and return to Personnel Division. Personnel recommendations involving positions in the Naval Stores Section originate and are approved in the Washington office of the Branch.

#### UTILIZATION AND DIVERSION DIVISION

Field force consists of eight technical inspectors located at seven points in the field. These positions will be reviewed by Area Classification Officer by obtaining a questionnaire from each employee; reviewing present job descriptions in light of information contained in questionnaire; prepare tentative individual job descriptions; submit tentative job descriptions to the Washington Office of the Personnel Division; the Washington office of the Personnel Division submit tentative job descriptions to the Washington office of the Branch for review, comment, and return to Personnel Division. Personnel recommendations involving positions in the Utilization and Diversion originate and are approved in the Washington office of the Branch.

#### SUGGESTED ACTION TO BE TAKEN BY WASHINGTON OFFICE OF THE BRANCH

1. The Washington office of the Branch will notify the Area Managers, Chief of the Supervision and Classing Section and officers in charge of the three laboratories of contemplated surveys. Each will be given a supply of questionnaire forms with the request that each regularly employed clerk and laborer complete a questionnaire. Completed questionnaires will be retained by Area Managers, Chief of the Supervision and Classing Section and Officers in Charge of the three laboratories until arrival of Area Classification Officers. They will be also instructed to prepare tentative descriptions for each class of positions under their direction and retain them until arrival of the Area Classification Officer.
2. The Washington office of the Branch will request each employee of the Naval Stores Section and Utilization and Diversion Division to fill out a questionnaire and return to the Washington office of the Branch. Upon receipt of questionnaires Washington office will prepare descriptions for each class of position and forward questionnaires and descriptions to the Area Classification Officer.



Subject: Development of Specific Work Plan for all Field Positions

Time: Wednesday, May 30, 9:30 a.m. to 12 noon

Chairman: Robert B. Harris, Group Leader, ~~Classification and Utilization~~  
Section

Panel: R. R. Thomas, Assistant to Branch Chief  
R. D. Conklin, Administrative Officer  
F. L. Wilde, Administrative Assistant  
M. R. Clarkson, Assistant Chief, Meat Inspection Division

#### Meat Inspection Division

Standard job descriptions can serve to describe most of the positions in Branch with the exception of those positions in the Meat Inspection Division which are presently described under class specifications. It was admitted that other functions of the Branch could be described in class specifications, but the consensus was that the additional time spent in preparing and subsequently adjusting class specifications would not be practical at this time.

Since class specifications do not serve in lieu of position descriptions, it was recommended that we take steps to have each of the 3,005 technical positions in the Meat Inspection Division allocated on an operating basis. This recommendation would eliminate the practice of "fitting" a standard position description (prepared on the basis of meat inspection class specifications) to the duties of almost all of the meat inspection technical employees. The only time an existing standard position description would be <sup>used</sup> ~~in~~ those instances where the actual duties do correspond to those in the standard description. Notwithstanding the recognized practice of "horizontal assignment" this recommendation was formulated in order to more accurately describe the actual duties of the employees in the Meat Inspection Division. Since everyone attending the meeting concurred in the belief that individual technical meat inspection positions could be described more accurately, the recommendation was approved.

At this point in the discussion the question of relief assignments was discussed. The major personnel problems appeared to be in those instances where a CAF-5, P-1, CAF-6, CAF-7, or P-2 in a given station serve in the absence of an incumbent of a position which is one grade above the person serving as relief for sick or annual leave. It was decided that in relatively small offices where this problem only involved a total relief assignment not exceeding 120 days per year and where the 120 days was intermittent throughout the year (rather than a given number of hours each day in addition to the incumbent's regular assignment) that the employee serving as relief would not be entitled to the grade of the incumbent which he relieved.

Discussion concerning the delegation by the Washington Branch of more authority to their field representatives followed. Dr. Clarkson enumerated the Washington Branch administrative devices for review and inspection of field meat inspection activities. They are as follows: 1. General review of field semi-monthly reports. 2. Travel "spot" check of almost all field offices at least once a year by five P-5 and P-6 personnel headquartered in the Washington office. The nation is divided into five areas; each man being responsible for a given area. 3. Prior Washington administrative approval of the establishment of new positions.

Mr. Thomas emphasized that the Branch is attempting to gradually work toward a more ameliorative plan to delegate additional administrative responsibilities to the Meat Inspection Division inspectors in charge. Such a plan will take

considerable time owing to the various administrative problems to be resolved. Some of these problems that exist in approximately 160 field stations according to Mr. Thomas are as follows: 1. Workload variation and consequent change of personnel throughout the year. 2. Human nature on the part of the inspector in charge to make representations favorable to his immediate station or area.

The meeting on Meat Inspection Division closed with the following decisions: 1. That the Personnel Division and the Office of Personnel would work with the Branch in order to prepare by June 6, 1945, any needed modifications in the existing class specifications. 2. The Branch would continue to plan for increased education on the part of their inspectors in charge concerning Branch administrative responsibilities. 3. It was recognized that the Branch had done an excellent job in the past in maintaining high sound management standards at a comparatively low unit cost.

#### MARKET NEWS AND GRADING DIVISION

Mr. Conklin stated that factors other than the number of plants, graders, etc., can be used to justify the classification grade of Market News and Grading personnel. The other intangible or not readily accessible factors are the number of coolers in a plant, various types of beef, mutton, etc., to be graded, and plant accessibility. He stated that the Branch would like to have two sets of position descriptions for grades, one for CCC grading and one for commercial grading. It was decided that there were 53 technical Market News jobs for which standard position descriptions will be prepared and 65 clerical jobs which will be presented on an individual allocation basis. Standard position descriptions will be prepared for 704 technical grading positions and individual allocations will be the basis for the 99 (grading) clerical positions in this Division.

#### PACKERS AND STOCKYARDS DIVISION

There are 35 accounting positions and 15 other technical positions for which standard position descriptions will be prepared and 8 technical individual position allocations. The 19 clerical positions in this Division will be presented on an individual allocation basis.

#### INSECTICIDE DIVISION

Very little comment was made concerning this Division except that legislation is pending which will affect its functions. Twenty-two technical and three clerical positions in the Division will be presented on an individual allocation basis.

#### Wool Division

It was decided that the 83 technical positions and the 10 clerical positions in this Division will be presented on an individual allocation basis.

#### MARKETING PROGRAMS DIVISION

Mr. Gross will survey the Chicago Marketing Programs positions as soon as the new functional chart is approved. Mr. Thomas commented that upon functional chart approval, positions in New York City should also be surveyed. The 24 technical positions and the 32 clerical positions in this Division will be presented on an individual allocation basis.



Subject: Development of Specific Work Plan for Grain Products Branch, Marketing Facilities Branch and Dairy and Poultry Branch

Time: Wednesday, May 30, 2:00 to 3:30 p.m.

Panel: Mr. Barker, Office of Personnel O.V. Powell, Acting Chief,  
Mr. Harris, Personnel Division, OMS Classification and Utilization  
Mr. Bowlus, Personnel Division, OMS Section, Personnel Division  
Mr. Black, Grain Products Branch, OMS  
Mr. Heiss, Grain Products Branch, OMS Mr. Sykes, Personnel Division  
Mr. Shanks, Administrative  
Officer, D&P

GRAIN PRODUCTS BRANCH - Mr. Harris, Mr. Black, Mr. Heiss

In this meeting the specifications work plan of the Grain Products Branch was outlined by Mr. Bowlus. It was brought out that the Branch and the Personnel Division had for some time desired to undertake a project involving the survey of positions and their classification in line with the Classification Act. A survey was made of selected field offices and questionnaires were obtained from all employees. Following this survey a conference was held in the general field headquarters office of the Branch at Chicago in order to determine the factors to be considered in allocating the various positions and also to determine the levels of operation of the various field offices. At this meeting it was concluded that six factors should be governing in establishing field office levels, namely: 1. The extent of public contacts. 2. The general administrative problems, 3. The various types of activities. 4. The diversity of commodities and types of inspection. 5. The number of inspection points. 6. The volume of work.

At the conference in Chicago, the following proposals were agreed to: (1) that CAF-9 and CAF-12 be established as the minimum and maximum levels, respectively, for Officers in Charge of District Offices; (2) that CAF-7 be recognized as the journeyman level, that CAF-5 be recognized as the minimum operating level, and that CAF-9 be established as the lowest supervisory level; and (3) that CAF-5 and CAF-13 be established as the minimum and maximum technical operating positions.

The specifications as prepared by representatives of this Bureau and the Specifications Section of the Division of Classification have been presented to the Head of the Specifications Section, with tentative approval of the Branch, this Bureau, and representatives of the Specifications Section. We expect preliminary issuance of the specifications within a month. As written the specifications will cover approximately 190 technical positions. Approximately 70 clerical positions are to be established by individual descriptions; also there are 8 Federal-State and six market news positions which must be covered by individual position descriptions. The application of the specifications is expected to cost approximately \$40,000 initially, but the Branch and Personnel Division intend to go as far in effecting adjustments as available funds will permit. The Beltsville Laboratory operates administratively under the Washington Office, is to be surveyed as soon as the functional chart is completed.

Cooperative agents and wage stabilization were discussed and it was brought out that the Grain Products Branch currently had (1) a rice agreement with the State of Louisiana, which provided for operations in the adjacent States of Texas, Arkansas, and Tennessee (2) a cooperative seed verification agreement with the American Seed Association covering clover and alfalfa seed. In this connection only one man is devoting full time to this work. Other employees of the Branch perform this work as a part-time duty. (3) General Agents. This category of employees is composed of those employed under cooperative agreements with the various states who perform lend-lease inspection and sampling. 25

The positions covered by these agreements are being considered for coverage by a wage schedule and plan.

MARKETING FACILITIES BRANCH \*OM V. Powell

Mr. Powell explained the standard job plan for warehouse examiners. A survey has been made of these positions for cotton warehousing at points throughout the south and southwest for the purpose of determining whether grade levels at CAF-6 and 8 should be established for Warehouse Inspectors. Current allocations reflect CAF-5, 7, and 9. Mr. Powell stated that consideration was now being given to the establishment of a position at CAF-8 but that a definite decision has been made that no positions exist which is allocable in grade CAF-6. He brought out that warehouse examiners usually operate in groups and that it has been a practice to name one examiner as group leader. The journeyman level for examiners has been set at grade CAF-7.

Recommendations are being prepared to establish positions at CAF-8 to cover group leaders who will act in charge of several CAF-7 inspectors during the course of an inspection. The incumbents of this position will be administratively responsible for work of the group and will assume responsibility for the coordination of results and determinations made by individual inspectors. A position is being proposed at CAF-9 which will include duties involving obtaining evidence for criminal prosecution in cases of apparent violations. It has been decided that no survey is necessary for clerical positions inasmuch as they presently appear to be properly allocated and can be handled by individual allocations. Positions for Grain Warehousing employees will be surveyed at a later date.

DAIRY AND POULTRY BRANCH, - Mr. Harris, Mr. Sykes, Mr. Shanks

Market News positions are currently being established in Washington on an individual basis. Key joint positions for Market News and Grading combinations are also being established in Washington.

Poultry Inspection

Standard job descriptions have been submitted to the Office of Personnel for comment and should be finally approved at an early date. These descriptions follow a new approach to coverage of positions by standard descriptions by following generally the plan of class specifications. They include general statements defining the level of duties and responsibilities and provide specific examples of work performed at the several levels.

The United States is divided into four regions which as yet are not officially designated by names because of the changing nature of operations. The standard jobs as written recognize Regional Supervisors at P-5; Assistant Regional Supervisors at P-4; Area Supervisors at P-4; Inspectors in Charge of large stations at P-4; Inspectors in charge of small stations at P-3; Supervisors of plants in a large station at P-3; with the lowest operating level at P-2. Two levels of non-professional work are being proposed at Grades CAF-7 and CAF-6. Clerical positions will be questionnaired and individual position descriptions written.

The Branch expects standard position descriptions to be developed for personnel engaged in grading dairy and poultry products.



Subject: Proposed Field Allocations for the Tobacco Branch

Time: Thursday, May 31, 9:30 to 10:30 a.m.

Panel: W. I. Dunn and W. K. Payne, Tobacco Branch

The Chief functions of the Tobacco Branch are to administer the Tobacco Inspection Act, the Tobacco Stocks and Standards Act and the Tobacco Seed and Plant Exportation Act and to conduct Market News Services for tobacco. To carry out these and related responsibilities, three Divisions have been established; Marketing Programs Division, Standardization Research and Facilities Division, and the Inspection Division. Most of the work in the field involves inspection and grading of tobacco on auction markets under the Inspection Division and Market News activities under the Marketing Programs Division. The majority of the positions in the Tobacco Branch are subject to standardization and only in a few cases will it be necessary to handle the positions as individual allocations.

### Inspection Division

The Tobacco Inspection Service is divided into three main districts; (a) Flue-cured, (b) Burley, (c) Kentucky and Tennessee Fire-cured and Dark Air-cured, and one secondary district, Virginia Fire-cured and Sun-cured. Each main district is headed by an Inspection Supervisor now allocated at CAF-12 but the Branch feels that the responsibilities of these positions warrant reallocation of three of the positions to CAF-13. The Virginia Fire-cured and Sun-cured at Farmville, Virginia is small, with lesser complexities and responsibilities and in the opinion of the Branch, the position at this point is properly allocated at CAF-12. The three major districts are broken down into areas, each area being supervised by an Assistant District Supervisor during the marketing season, who keeps in close touch with market operations and checks the activities and efficiency of the inspectors assigned to the sales in order to maintain uniformity of grading. These Assistant Supervisors are now allocated at CAF-11, but it is proposed to recommend that these positions be allocated at CAF-12. The secondary (Virginia) district, involves only five markets and the supervisor can handle the activities on these markets without Assistant Supervisors.

The Tobacco markets in all districts are classified into two categories (1) Grade 1 markets, those having two or more sales and (2) Grade 2 markets, those having only one sale. On the Grade 1 markets, under the present set-up there is a Market Supervisor, who has over-all supervision over a staff of inspectors assigned to each sale engaged in the inspection and certification of tobacco being sold. The desirable and standard corps of inspectors assigned to each sale is a Tobacco Inspector, CAF-9 (Head Grader); Tobacco Inspector, CAF-9 (Journeyman or regular grader); Tobacco Inspector, CAF-7, Tobacco Inspector, CAF-5, Tobacco Inspector, CAF-3.

Positions necessary under proposed organization are: 3 District Inspection supervisors, CAF-13; 1 District Inspection Supervisor, CAF-12; 12 Assistant District Inspections Supervisors, CAF-11; 28 Market Supervisors, CAF-10; 150 Tobacco Inspectors, Head, CAF-9; 143 Tobacco Inspectors, Regular, CAF-9; 146 Tobacco Inspectors, CAF-7; 144 Tobacco Inspectors, CAF-5; and 270 Tobacco Inspectors, CAF-3; or a total of 912 positions.

### Marketing Programs Division

The Market News Service is divided into only two major districts, with a main or supervisory office at Louisville, Kentucky which covers the Burley and the Kentucky and Tennessee Fire-cured and Air-cured tobacco areas and a second

supervisory office at Raleigh, North Carolina which covers the Flue-cured and the Virginia Fire-cured and Sun-cured tobacco areas. The Market News Service in the field is headed at present by a CAF-11 Marketing Specialist who occupies a Washington position with field headquarters at Louisville, Kentucky and who alternates his time between the two areas according to the activities in the respective areas. It is proposed to resubmit the position for allocation to Grade CAF-12. Each of the two main offices are headed by a Marketing Specialist, CAF-9 at present. (CAF-11 is proposed). Under the Marketing Specialist in charge at Raleigh, North Carolina, the following personnel is proposed: Marketing Specialist, CAF-11; Marketing Specialist, CAF-9; Marketing Specialist, CAF-7; 2 Marketing Specialists, CAF-5; 2 Clerks, CAF-4; 3 Clerk-Stenographers, CAF-3; 4 Clerk-Typists, CAF-2; and 4 Clerks, CAF-2.

Under the main office there are 8 temporary offices and 35 operating points or price collection centers which operate on a seasonal basis under which are employed: 2 Marketing Specialists, CAF-7; 4 Marketing Specialists, CAF-5; 4 Clerks, CAF-4; 4 Clerks (Stenog. etc.), CAF-3; 12 Clerks (Steno. Typists, etc.), CAF-2; 30 Marketing Aides, CAF-3; and 5 Marketing Aides, CAF-2.

At Louisville, Kentucky, the same positions as set up for Raleigh are desired. Under the Louisville supervisory office, there are 6 temporary offices and 46 operating points or price collection centers which operate on a seasonal basis, under which are employed: 2 Marketing Specialists, CAF-7; 3 Marketing Specialists, CAF-5; 2 Clerks, CAF-4; 4 Clerks (Stenogs. etc.), CAF-3; 9 Clerks (Steno. Typists, etc.), CAF-2; 31 Marketing Aides, CAF-3; and 18 Marketing Aides, CAF-2.

In all, there are 167 full-time and temporary positions desired in the Market News work.



## WAGE AND SALARY STABILIZATION

In order to determine the function of the Area Classification Officers with respect to wage and salary stabilization, a conference was held on June 13, 1945, with Mr. Thomas, T. Townsend, Chief, Salary Administration and Class Specification Section. The Office of Marketing Services was represented by Messrs. Robert B. Harris and Harold D. Gross, and Misses Helen M. Curl and Della Boger.

Departmental policy and procedure covering non-allocated cooperatively employed personnel are stated in PC-131 (Revision I), dated October 4, 1943, and its Supplement No. 1, dated April 2, 1945, entitled "Wage and Salary Stabilization". Secretary's Memorandum No. 1088, dated May 6, 1945, states that in fixing the rates of pay of employees whose positions are not allocated to the grades defined in the Classification Act of 1923, as amended, or Executive Order No. 6346, dated June 21, 1934, "it shall be the policy of the Department to pay not less than the prevailing rate for similar work, but in no case shall the rate set be less than thirty cents an hour. The area to be considered in determining the prevailing rate or range of pay for a given class of work shall be the effective area of competition in recruiting employees for such work...In arriving at prevailing rates of wages the Director of Personnel or his duly authorized representative may utilize the services of such persons, wage boards, or other agencies as he may determine to be necessary". This policy was amended in Supplement No. 1, PC-131, to insure a minimum rate of 50 cents an hour.

Schedules and plans required by PC-131 for existing positions, where applicable, will be developed by the Washington Classification and Utilization Section, with the aid of the Branches and Divisions concerned, and submitted to the Department Office of Personnel for approval and clearance with the War Labor Board where necessary. An explanation as to how the criteria are established will accompany the submittal of schedules and the plans to Area Offices. When new positions are to be established which are not covered in the existing schedules, it will be necessary for the Washington Office to submit an amendment for approval. If a position to be established is not covered by a schedule and plan, the Area Classification Officer should submit to the Washington Personnel Division, Form AD-41, with complete supplemental data justifying the proposed wage or salary rates. These justifications will be cleared with the Branches.

Several factors will have to be considered when establishing rates for new positions in new areas. Wage or salary rates for marketing service positions outside of government have not been too well established, and the provisions of any plan in operation at the present time in the Department would not extend to positions and locations now operating in OMS. If there is no comparable industrial area to the recruiting area being considered, the Classification Officers will have a wide field of administrative discretion in recommending rates. Justification of such rates will not have to be made to anyone but the Department.

If a prevailing rate has not been established and there are no industrial establishments in the Area, the new rate should be recommended at a rate comparable to that of classified positions. The justification for setting this type of rate would be (1) that something is needed as a guide to standardize pay, and (2) that a proper salary was determined on the basis of Federal rates.

Certainty must be made that comparable rates have not been established in the labor market being considered. Some organizations will want to make adjustments on a case basis for certain types of positions, and it will be necessary to survey the area to obtain comparable data. The WLB may be contacted with reference to similar positions in industry, and the Labor Department with regard to construction workers, truck drivers, etc. It will be unusual for OMS to be concerned with the latter type of positions. Contacts with the regional offices of these agencies will depend on the types of positions involved. The WLB 29

knows industrial practices, but has been willing to delegate authority to the Secretary to approve schedules and plans for our operations affecting employees who are engaged in operations with which only the Department is familiar. Private establishments and the USES may be a source of information for comparable wages, as will union offices if the position in question is covered by the union. A Davis-Bacon representative may be found at the regional offices of the WLB.

Actions subject to wage and salary stabilization controls can be processed in the field without reference to Washington, if positions involved are covered as to location by an existing schedule and plan. All actions not so covered must be submitted to the Washington office.



## TRAINING POSITION CLASSIFIERS

In staffing Area Personnel Offices with well trained and experienced Classification Officers, the Personnel Division has reduced its Washington staff below the minimum immediately necessary to promptly perform the classification work load existing. The unavailability of qualified position classifiers and the pressing workload facing the Washington Office make it absolutely essential that new employees be given maximum training in order that their proficiency and productivity may be increased as rapidly as possible. Discussion of the training problem brought about a consensus that the best method of training new employees is to assign each to a higher grade classifier and make such training a specific assignment of that classifier. In the future, Mr. Utting and Mr. Harris will each devote particular emphasis and personal attention to training new appointees. Area Classification Officers should evaluate the training needs of their classifiers and inaugurate planned training to develop proficiency and productivity.

## SUMMARY OF IMMEDIATE WORK PLANS

When tentative standard job descriptions for Poultry Inspection, Livestock Market News, Packers and Stockyards Accountants and other activities have been approved in Washington, they will be forwarded to the Area offices. Upon their receipts, field employees of the activities involved should be questionnaired and their positions allocated on the basis of the questionnaires. The general approach in surveying additional program operations will be to have representatives of the Washington Office make visits to the field in order to obtain an understanding of the work. These representatives will then work with the Branch in developing any special questionnaires and instructions for their use that may be desirable after which time employees in the activity will be questionnaired. These questionnaires will be reviewed in the Area Offices in order that any questionable cases may be fully developed before the questionnaires are forwarded to Washington. Clarification of doubtful cases will be obtained either by correspondence or by visits and interviews. In some instances one or more Area Classification Offices will be asked to develop tentative standards. Upon receipt in Washington, decisions will be reached with the Department as to the manner of treatment, i.e. standard or individual jobs or specifications. Every effort will be made to obtain questionnaires from groups in such manner that a survey can be completed within a few months and that each survey will be completed before another is launched. It is believed that by following this approach, undue delays can be avoided.

## AREA OFFICE CLASSIFICATION STAFF REQUIREMENTS

At the close of the conference, discussions were held with each of the Area Classification Officers and decisions reached as to their staff requirements. These requirements are as follows:

Grade	Area #1	Area #2	Area #3	Area #4
CAF-11	1	1	1	1
CAF-9	1 (5,7, or 9)	1	1 (5,7, or 9)	1 (5,7, or 9)
CAF-7		1		31

CURRENT FIELD CLASSIFICATION FORM PROJECTS  
BY TYPE, BRANCH, DIVISION, AND ACTIVITY

BRANCH	ACTIVITY	TECHNICAL JOBS		CLERICAL JOBS		ESTIMATED DATE	
		SPECIFICATIONS	IND.	ALLOCATION	IND.	OF PROJECT AND	COMPLETION
		OR STANDARD JOBS	ALLOC.	STANDARDS	ALLOC.		
FRUIT & VEGETABLE	PROCESSED PRODUCTS STANDARDIZATION AND INSPECTION DIVISION	377			103	AUG., SEPT., OCT.	
	FRESH PRODUCTS STANDARDIZATION AND INSPECTION DIVISION	122			44	JULY, AUG., SEPT.	
	MARKET NEWS	42			35	AUG., SEPT., OCT.	
	MARKET PROGRAMS		34		28	AFTER NEW BRANCH FUNCTIONAL CHART APPROVED	
	REGULATORY	15			7	" "	
TOTAL		556	34		217		
LIVESTOCK & MEATS	MARKET NEWS DIVISION	53			65	JULY, AUG., SEPT.	
	GRADING DIVISION	704			99	OCT., NOV., DEC.	
	PACKERS & STOCKYARDS DIVISION					JULY, AUG.	
	ACCOUNTANTS	35					
	DIST. SUPERVISORS	15			10	JULY, AUG., SEPT.	
	VALUATION ENGINEERS				10	JULY, AUG., SEPT.	
	INSECTICIDE DIVISION		22		3	INDEFINITE	
	WOOL PROGRAM						
(NO ACTION NECESSARY)							
TOTAL		807	44		32	AUG., SEPT.	
PROGRAMS DIVISION			66		209		



Branch	Activity	Technical Jobs		Clerical Jobs		Estimated Date : of Project and : Completion
		: Specifications : or Standard Jobs	: Ind. : Alloc.	: Allocation : Standards	: Ind. : Alloc.	
Dairy & Poultry	Market News & Grading	91	100		69	July, Aug., Sept.
	Order Administration		43		58	Indefinite
	Laboratory (Chicago)		25		23	July, Aug.
	Total	91	168		150	
Tobacco	Inspection (Supervisory) (Inspectors)	866	30		16	Sept., Oct., Nov.
	Market News	96	10	40	26	Sept., Oct., Nov.
	Administrative				6	Sept., Oct., Nov.
	Total	962	40	40	48	
Cotton & Fiber	Standards & Futures Division	139		127		Aug., Sept., Oct.
	Statistical & Quality Imp. Div.	64		35		Aug., Sept., Oct.
	Research & Testing Division		59		14	Aug., Sept., Oct.
	Utilization & Diversion Div.		9			Aug., Sept., Oct.
	Total	203	68	162	14	

Branch	Activity	Technical Jobs		Clerical Jobs		Estimated Date
		Specifications : :or Standard Jobs :	Ind. : : Alloc. :	Allocation : : Standards :	Ind. : : Alloc. :	:of Project and : Completion
Grain Products	Standardization, Research and Testing (Beltsville, Md.)		24		17	Aug., Sept.
	Seed Labs.		16		4	Aug., Sept.
	Commodity Inspection	190	16		70	Indefinite
	Total	190	56		91	
Sub-Total		190	2,619	432	202	729
Grand Total						4,172

SUMMARY OF POSITIONS IN OMS BY DIVISIONS  
AND BY MAJOR CATEGORIES

Branch or Division	: Professional : (CAF)	: Technical : Adm. and : Clerical :	CPC	SP	Total
Office of the Director		26			26
Administrative Services					
Washington		92	20		112
Field		119	9		128
Total					240
Budget and Reports		13			13
Administrative & Procedure Analysis		15			15
Civilian Food Requirements	23	15	1		39
Cotton and Fiber					
Washington	20	42	6	9	77
Field	43		18	20	255
Total		96	78		332
Dairy and Poultry					
Washington	27	128	2		157
Field	28	236		13	408
Total					565
Fats and Oils	4	32	2		38
Fiscal					
Washington		89			89
Field		202	1		203
Total					292

Branch or Division	: :Professional : (CAF)	:Technical : Adm. and : :Clerical :	:Clerical : CPC	: SP	: :Total
Fruit and Vegetable Washington Field	4 1	149 641	4 220	1 3	158 865
Total					1,023
Grain Products Washington Field	2 31	44 233	3 105	1 5	50 380
Total					430
Industry Operations		11	1		12
Livestock and Meats Washington Field	17 929	85 3,340	7 346	5 6	114 4,626
Total					4,740
Marketing Facilities Washington Field	20	55 101	1 20		76 121
Total					197
Marketing Reports Washington Field	20 9	19 12	1 19		40 40
Total					80
Nutrition Programs	13	11	1		25
Personnel Washington Field	1	49 70	2		52 70
Total					122



Branch or Division	: Professional	: Technical : Adm. and : (CAF) : Clerical :	: Clerical :	: CPC	: SP	: Total
Special Commodities						
Washington	8	64		2		74
Field		2	2			4
Total						78
Sugar	9	21		1		31
Tobacco						
Washington	4	20		1		25
Field		277	19	1		297
Total						322
Sub-Totals						
Washington	172	980		56	16	1,224
Field	1,041	4,938	940	42	44	7,396
Grand Total	1,213	4,938	940	98	60	8,620

Note.- Totals given for staff offices reflect only those positions existing as of July 1, 1945. Additional positions must be established in these offices as well as in offices of the Marketing Reports Division in the field.







